

2.7 CULTURAL RESOURCES

2.7.1 Affected Environment

This section describes the conditions related to existing historic sites and resources. Historic resources within the extended study area were evaluated by the NPS and are described in the documents, *President's Park Cultural Landscape Report: Site History, Existing Conditions, Analysis, and Evaluation* (NPS, ED&W, Inc., Land and Community Associates, Cynthia Zaitzevsky & Associates, John Milner Associates, draft May 1995), and *Interim Cultural Landscape Report* (NPS, O'Brien, December 1994). The following description uses information from these reports as well as other sources cited in Chapter 5: References.

2.7.1.1 Site History

The historic development within the extended study area has been overwhelmingly dominated by the L'Enfant Plan elements and the federal presence. The District of Columbia was created as the Federal City, and designed in a fashion that would not be completed for many generations and that allowed for anticipated growth.

Eighteenth Century

Prior to their purchase by the federal government in 1791, the two parcels of land that later became the White House property were owned by Edward Peerce and David Burnes. The Peerce property occupied the northern portion of the site, including Lafayette Park. The southern portion, owned by David Burnes, covered the area of the Ellipse, Sherman Square, the First Division Monument, and the south White House grounds.

L'Enfant emphasized his concern to create a city of beauty and magnificence. His plan for the city combined considerations for the topography of the city as well as views from one topographical feature to another. Views of the different natural features and the symbolic structures built on the sites are provided by avenues that connect them. Imposed upon this system of views, connecting avenues, and open spaces was a grid street system that provided for efficient use of the land. The central feature of L'Enfant's plan was the intersection of three axes, creating a triangle. The axes are formed by the open space connecting the White House (then called the Presidential Palace or the President's House) to the Washington Monument (then called the Washington Statue); the Mall area, connecting the Washington Monument to the Capitol (then called the Congress House); and the connection from the Capitol to the White House along what L'Enfant called the "Grand Avenue," which eventually became Pennsylvania Avenue.

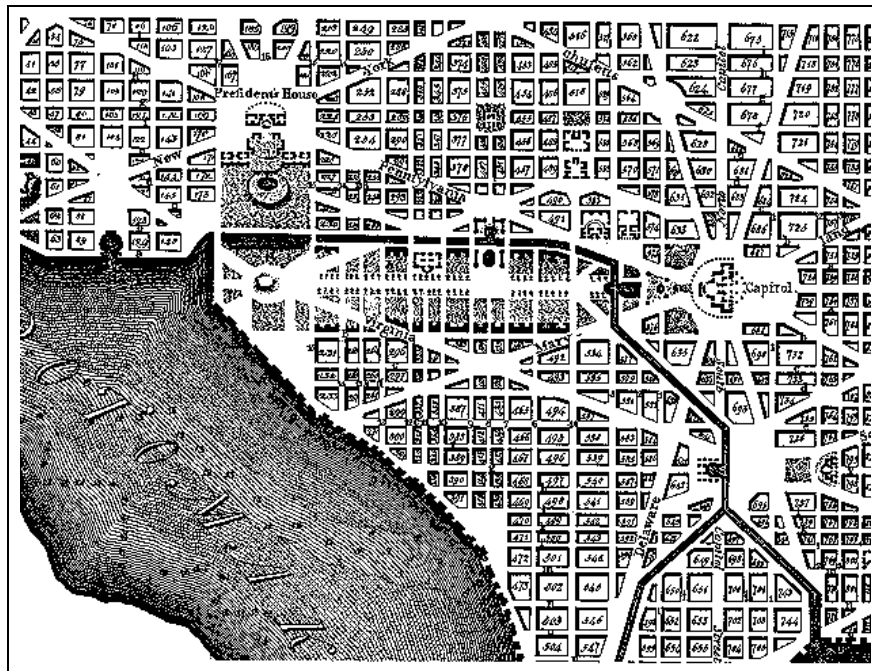
Although his basic plan was used, L'Enfant was dismissed in February of 1792, following difficulties with Congress and the planning commissioners. Andrew Ellicott replaced L'Enfant, and continued to refine L'Enfant's original plan for the city.

L'Enfant's plan placed the White House on an 82-acre site on Talbot Terrace, one of the highest rises of land arching westward from the center of the city. Four of the major avenues were designed to radiate outward from the White House, emphasizing its symbolic importance. Pennsylvania Avenue, as well as New York Avenue, ended at one side of the open area surrounding the President's residence and resumed on the opposite side. Figure 2-9 presents the central portion of the Ellicott Plan of Washington, 1792, which shows the plan for the President's House and its site, including what is now Lafayette Park but what was then a contiguous part of the property surrounding the President's House.

1800-1850

In 1801, during his tenure as President, Thomas Jefferson decided that the plaza to the north of the President's House, which had been used for a carpenter's workshop and a temporary workmen's village during construction of the White House, then a market and racetrack after, should be a public park, and separated it from the grounds of the President's House. In 1818, work began on grading the site now called Lafayette Park. This may have been the impetus for the official extension that occurred by 1824 of the section of Pennsylvania Avenue between 15th and 17th streets in front of the White House. Some sort of roadway probably existed at the present location of Pennsylvania Avenue as early as 1796, and a road, although not designated as Pennsylvania Avenue, was constructed north of the President's House grounds in 1811.

President Jefferson had a stone enclosure wall built on the south grounds of the White House in 1807-09 which, along with assorted gateways, drives, and paths, defined the south grounds until the post-Civil War period when the enclosure was expanded to the south. The original War Department and Treasury



buildings were reconstructed following the burning of the White House in 1814. The lower part of the south grounds outside the Jefferson wall including the later First Division Memorial site remained undeveloped during the first half of the 19th century.

The mouth of Tiber Creek to the south was converted into a canal basin for the C & O and Washington City canals between 1802 and 1831 and a bulkhead constructed along the former north bank of the creek. Filling occurred along the alignments of 15th and 17th Streets southeast and southwest of the White House to allow their construction. Filling continued on the Ellipse throughout the 19th century.

1850-1900

Andrew Jackson Downing's plan for the Ellipse was implemented 1851-52 with an elliptical arrangement of drives, paths, and plantings. The new Treasury building was begun in 1836 and completed in stages by 1869. About 1871, the White House grounds were extended south, forming a semicircular enclosure. East, West, and South Executive Avenues were created and a new enclosure fence erected. State and Hamilton Places were constructed about this time as well.

East Executive Avenue was constructed in 1866, and West Executive Avenue was constructed and connected to the eastern portion around 1871. At this time, the road was a private drive, within the boundaries and fences of the White House grounds. Executive Avenue would later be opened to the public.

During the 1870s, the City of Washington and the U.S. Army Corps of Engineers began a massive street and utility improvement program that resulted in the Washington City Canal being converted to an enclosed sewer and the construction of modern Constitution Avenue.

1900-1950

In 1901, the McMillan Commission was formed to guide development of urban planning for the City of Washington following the City Beautiful ideal first expressed at the World's Columbian Exposition of 1893. Although its influence on the Mall and other areas of the city was great, its impact on the White House was limited. The Sherman (1902-05) and First Division Monuments (1924) were, however, created as expressions of the City Beautiful ideal. About the same time that Sherman Park was created, plans were drawn up to cut E Street through from 15th to East Executive Avenue, severing it from the Ellipse. However, the exact construction date is not clear.

In 1933 the NPS took over management of the White House, Lafayette Park, and the Ellipse from the U.S. Army Corps of Engineers. E Street was realigned and improved between 14th and 15th Streets in 1933, which resulted in the use of E Street-State Place as a means of crossing the grounds. Finally, in 1940, E Street was cut through to 17th Street resulting in its present alignment. Lafayette Park was renovated and partially redesigned by the NPS in 1937.

West Executive Avenue was closed on October 29, 1942, during World War II, but never reopened to the public. East Executive Avenue was permanently closed to vehicular traffic in September 1982, following an extended experimental closing which began in July 1981. It had earlier been closed for a short time during World War II but had reopened afterward. It was redesignated "East Executive Park" and was redesigned for use as a pedestrian walkway.

2.7.1.2 Historic Sites/Districts

There are 99 historic sites and 8 districts in the extended study area. The greatest concentration of these sites and districts is within a two-block area surrounding the site of the security action. All of the L'Enfant Plan elements, including the squares, circles, vistas, and major elements created by the plan of the Federal City, are listed on the National Register of Historic Places as well as the District of Columbia Inventory of Historic Sites.

There are, close to the area of the security action, several historic districts or historic sites that span large areas and contain large numbers of buildings. These include the Lafayette Square Historic District, the Fifteenth Street Financial Historic District, the Federal Triangle Historic Site, the National Mall Historic Site, and the Pennsylvania Avenue National Historic Site. Those buildings located within historic districts that contribute to the character of the historic district are protected.

Sites and districts on the list are protected under various regulations. Privately owned and District-owned properties are protected by the D.C. Historic Protection Act; federally eligible or listed properties, including National Historic Landmarks, are protected under Sections 106 and 110 of the National Historic Preservation Act; and properties owned by foreign governments and international organizations are protected under the Foreign Missions Act of 1982 and the D.C. Historic Protection Act.

Appendix A contains complete information on all of the historic sites and districts in the extended study area. Dates are indicated for all historic designations, including the District of Columbia Inventory of Historic Sites (DC), National Register of Historic Places (NR), and National Historic Landmark or Site Designation (NHL/S). The sites are described as provided in the 1995 District of Columbia Inventory of Historic Sites. See Figure 2-10 for a map of the historic site locations. Table 2-16 is an alphabetical listing of all of the historic sites and properties in the extended study area.

2.7.1.3 National Historic Preservation Act Requirements

Section 106 of the National Historic Preservation Act of 1966 requires that a federal agency take into account the effect of any federally funded undertaking (Action) on any property listed on or eligible for the National Register of Historic Places. The federal agency must afford the State Historic Preservation Office (SHPO), which in Washington is the District of Columbia Historic Preservation Review Board or the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment with regard to the undertaking.

The Department of the Treasury initiated the Section 106 process shortly following the undertaking of the emergency security action, on August 25, 1995. The Department issued a letter to the SHPO and the ACHP describing the security action. In December of 1996, a complete list of historic sites within the extended study area was forwarded to the SHPO and ACHP. The impacts analysis and findings are described in Section 2.7.2.

On May 14, 1997, the Department of the Treasury sent a letter to the SHPO and ACHP stating that Treasury considers the temporary barriers to represent an adverse visual effect on a number of historic sites and requesting development of a Memorandum of Agreement to resolve the issue of adverse effects. These barriers will be replaced by a system of permanent security barriers in conjunction with the NPS *EA for the Long-Term Design, Pennsylvania Avenue at the White House, President's Park*.

Table 2-16: Historic Sites and Districts in the Extended Study Area

DC. Dupont Circle Historic District	57. Octagon House (Tayloe House)
FT. Federal Triangle	58. Pan American Union (Organization of American States)
FS. Fifteenth Street Financial Historic District	59. Pennsylvania Avenue, 1911
LS. Lafayette Square Historic District	60. President's Office, GWU
NM. The National Mall	61. Pulaski (Brigadier General Count Casimir) Statue
PA. Pennsylvania Avenue National Historic Site	62. Pullman House (Russian Embassy)
SS. Seventeenth Street, West Side between New York and Constitution Avenues	63. Rawlins Park
LP. L'Enfant Plan Elements 1791; 1901	64. Rawlins (Major General John A.) Statue
1. Alibi Club	65. Alexander Ray House (Steedman Ray House, 1925 F St. Club)
2. Almas Temple	66. Renwick Gallery (Old Corcoran Gallery)
3. American Institute of Pharmacy	67. Riggs Building (Albee Building)
4. American Red Cross	68. Riggs National Bank
5. American Peace Society	69. Ringhold Carroll House (John Marshall House)
6. American Security and Trust Company	70. Rochambeau (Major General Comte Jean de) Monument
7. Army Navy Club	71. St. John's Church
8. Arts Club of Washington	72. St. Mary's Episcopal Church (St. Mary's Chapel)
9. Ashburton House (St. John's Parish)	73. Schneider Triangle
10. Bachelor Apartment House	74. Second National Bank
11. Barry (Commodore John) Statue	75. Sherman (General William Tecumseh) Monument
12. Blair House (Blair Lee House, President's Guest House)	76. Southern Building
13. Bond Building	77. Square 38, Designated Properties
14. Brownley Building	78. State, War and Navy Building (Old Executive Office Bldg)
15. Bulfinch Gatehouses	79. Stevens School
16. Carlton Hotel (Sheraton Carlton Hotel)	80. Stockton Hall, GWU
17. Carnegie Endowment for International Peace	81. Strong (Hattie M.) Residence Hall, GWU
18. Champlain Apartment Building (Orme Building)	82. Sumner (Charles) School
19. C&P Telephone Company, Old Main Building	83. Sun Building (American Bank Building)
20. C&P Telephone Company, Main Building Addition	84. Swartzell, Rheem and Hensey Building (Playhouse Theatre)
21. Church of the Ascension and St. Agnes	85. Tayloe (Benjamin Ogle) House
22. Church of the Epiphany	86. Thomas (Major General George H.) Statue
23. Colorado Building	87. Treasury Annex
24. Commercial National Bank	88. Treasury Department
25. Concordia United Church of Christ and Rectory	89. Underwood House (GWU)
26. Corcoran Gallery of Art	90. Union Trust Company (First American Bank)
27. Cutts Madison House (Dolley Madison House)	91. U.S. Chamber of Commerce
28. Daughters of the American Revolution, Memorial Continental Hall	92. Van Ness House Stables
29. Daughters of the American Revolution, Constitution Hall	93. Major General Frederick Wilhelm Von Steuben Monument
30. Decatur House	94. Warner Theater Building (and Interior)
31. Department of the Interior (New Interior Building)	95. Washington Statue
32. District Building	96. The White House
33. Farragut (Admiral David G.) Statue	97. Willard Hotel
34. Federal Reserve Board	98. Winder Building
35. Federal American National Bank (and Interior)	99. Woodhull House (GWU)
36. Franklin School	
37. Franklin Square	
38. Garfinckel's (Julius Garfinckel & Co.)	
39. Harris & Ewing Photographic Studio	
40. Hibbs Building (Folger Building)	
41. Homer Building	
42. Hotel Washington	
43. I Street, South Side of 2000 Block (Red Lion Row)	
44. I Street, 2030	
45. Kosciusko (Brigadier General Thaddeus) Monument	
46. Lafayette (Major General Marquis Gilbert de) Monument	
47. Lisner Auditorium, GWU	
48. Lockkeeper's House, C&O Canal Extension	
49. Masonic Temple (Museum of Women in the Arts)	
50. Metropolitan African Methodist Episcopal Church	
51. Metropolitan Club	
52. McPherson (Brigadier General James B.) Statue	
53. Michler Place	
54. National Academy of Sciences	
55. National Metropolitan Bank Building	
56. National Savings and Trust Company (National Safe Deposit Company)	

Figure 2-10: Historic Sites and Districts in the Extended Study Area

2.7.2 Impacts Analysis

2.7.2.1 Historic Site Impacts Methodology

This historic resource impacts assessment considered whether the changes in traffic, noise, vibration, air emissions and the visual environment would detract in any way from those factors that support the historic designation of the structures, district or sites in question. The criteria for D.C. historic landmark and historic district designation and the National Register criteria for evaluation, as provided in the District of Columbia Inventory of Historic Sites, describe the qualities or values that potential historic sites must possess to garner official designation and protection. This information, along with the description of each site as provided in Appendix A of this document, provide the basis for evaluation of the historic qualities of each site and the potential impact of the security action on those qualities.

Based on the criteria of effect and adverse effect established by the Advisory Council on Historic Preservation, a determination was made for each site as to the following factors, which may constitute an adverse effect:

- 1) Physical destruction, damage, or alteration of all or part of the property;
- 2) Isolation or alteration of the character of the property's setting when that character contributes to the property's qualification for the National Register or District of Columbia Landmark designation;
- 3) Introduction of visual, audible, or atmospheric elements that are out of character with the property or alter its setting;
- 4) Neglect of a property resulting in its deterioration or destruction; and,
- 5) Transfer, lease, or sale of the property.

Although the description of the existing conditions lists all historic properties and districts within the extended study area, the analysis of impacts to these sites finds that the effects are sufficiently minimal beyond the area of the vehicular traffic restrictions. Potential historic resource impacts from this security action are related primarily to visual, air quality, noise and vibrations effects.

2.7.2.2 Analysis of Impacts to Historic Sites

The Historic Sites Impacts Analysis Table in Appendix B provides a summary of the analysis of impacts at all sites based on the five factors listed above. The effects are classified according to the following scheme: Adverse, Not Adverse, and No Effect.

Of the 107 sites and districts listed in the table in Appendix B, 77 are not affected by the security action. Of the remaining 30 sites, 27 sites are adversely effected by the placement of the concrete security barriers associated with the vehicular traffic restrictions. The placement of these barriers alters the character of and in some cases isolates a property's setting (Item 2 in list of factors indicating potential effect, above and in Appendix B) and introduces a visual element that is out of character with the property (Item 3, above and in Appendix B). These barriers will be replaced by a system of permanent security barriers in conjunction with the NPS *EA for the Long-Term Design, Pennsylvania Avenue at the White House, President's Park*. These barriers constitute a permanent or long-term impact at these sites.

Imperceptible noise increases (increases of less than 3 dBA) were found near five sites. Although these sites may be affected by these minor noise increases, which result from slight increases in traffic, they are imperceptible to the human ear, and do not introduce audible elements that are out of character with the property. Therefore, the effects on these sites are considered not adverse.

At 17 sites, the removal of vehicular traffic and the decreased noise levels constitute visual and audible effects of the security action that are considered not adverse.

See the Historic Sites Impacts Analysis Table in Appendix B for the analysis of each individual site.